COMMUNITY PLANNING REVIEW
REVUE CANADIENNE D'URBANISME
COMMUNITY PLANNING ASSOCIATION OF CANADA
L'ASSOCIATION CANADIENNE D'URBANISME
425 rue Gloucester Street, Ottawa, Ontario. K1R 5E9

November 1972
Novembre 1972

DEC 11 '72 QUEEN'S UNI

Vol. 22 No. 4

LAND COMMODITY OR RESOURCE? OWNERSHIP - PUBLIC OR PRIVATE?

MAKE YOUR VIEWS KNOWN ON AN IMPORTANT ISSUE!

Land use control is a basic element of 'Planning' and land ownership is an age-old issue. Mr. Fullerton makes four points in favour of public ownership.

Readers' views reinforcing or rebutting these opinions are invited.

Extracts from the notes for an address by **D.H. Fullerton**, Chairman of the NCC, to CPAC Nova Scotia Division's Fall Conference, in Halifax, November 15, 1972.

GOVERNMENT LAND OWNERSHIP AND THE PLANNING PROCESS

I am going to talk to you tonight about land, and the need for greater public ownership of it if we are ever to get intelligent urban planning in Canada. But before I give you my sermon I suppose a text is needed. Mine is from a speech by Mr. Bertram E. Willoughby, Toronto realtor, the President of the Canadian chapter of the International Real Estate Federation, as reported in the Globe and Mail on October 17th:

"The right of owning, using and selling property is one of the basic freedoms of man. The public has no conception of the inroads into that freedom made by any number of bodies who now have rights of expropriation.

These rights have been extended by both federal and provincial governments for roads, education, libraries, individual companies, crown corporations, right down the list.

"More frightening still is that some of these bodies authorize expropriation for the purposes of a building development, and disposal of such land on such terms and conditions as they may determine".

One should not be surprised at Mr. Willoughby's position, considering how he and his associates make their money What is surprising I suppose is that these people are so frank about it. Land is a commodity they say, like soap or fried chicken. It should be handled as such – and of course by the experts who are skilled in making money from the trading or speculating in the particular commodity.

I suppose I won't shock you if I say I am in total disagreement with Mr. Willoughby's views, and I propose to discuss with you to-day my own approach to this question. Let me emphasize that they are **my** views, not the government's, although I suspect the direction of current thinking of many Canadian governments, at all levels, may not be vastly different from my own.

First - land is a commodity like no other; it is in fact a resource and not a commodity at all. Land is scarce and grows scarcer as world population grows. On that point alone the case can be made for treating it differently, and governments must be involved in the allocation of this scarce resource - much as they cope with monopolies now.

But much more than that is involved. Land values are clearly linked to the growth of our cities, and profits in land are not a function of any particular merit or action of the holder save perhaps that of patience and timing. Land values rise because the society as a whole spends a great deal of money in extending the boundaries of our cities, and in building up the infrastructure that makes this growth possible. The urban and suburban land holder, unless he is stupid or gets caught in temporary squeeze, always wins. His winnings are paid for by society as a whole.

This brings me to my second reason why government must become more involved in land purchase and ownership. The present system is manifestly immoral, unjust and unfair to society. It has provided the land speculator with a superb instrument for taxing society. Conceivably his revenue - his profits - could be adjusted by tax changes - but if we set out to draw up a tax system to favour the speculator we could hardly do better than the present one. I'm not referring only to capital gains but to municipal property taxes, which concentrate on improvements to property rather than to the land itself. Henry George, in proposing his single tax on land, was wiser, than perhaps even he knew:

"The land of every country belongs of right to all the people of that country – cannot be alienated by one generation. Private ownership of land has no more foundation in morality or reason than private ownership of air and water."

If for this one reason alone we must have more government intervention in the land process, to ensure that the land speculator is forced to contribute a larger share of his gains to society.

This brings me to my third and main point – government control of land is absolutely essential to the development of good planning of our cities and of our countryside. Nations approach planning in different ways. In many countries, all or most land is owned by the state and the control is absolute – although it may be wielded centrally or decentralized in varying degrees. In other countries such as Sweden the state or municipality owns a good deal of land, but exercises further control through zoning regulations, imposed either from the centre or delegated regionally or locally. In still other countries land is still largely privately owned - notably England and France – but subject to tough land use laws, and a highly centralized form of control over planning.

Finally, governments should move in on the land business because it is **good** business. In brief, it pays. Accumulation of land in advance of need brings down housing costs; even the mere thought of a government as a land holder will reduce speculative profits. What the developers really need is hard nosed competition, and this I am afraid is something that only governments can provide. Speculators have a tendency to work together, rather than against each other.

Community Planning Association of Canada
Association Canadienne d'Urbanisme
425 Gloucester
Ottawa, Ontario. K1R 5E9

President

Paul Melin, Saskatoon, Sask.

Vice-Presidents:

Hans Foerstel, Halifax, N.S.
John D'Eath, Vancouver, B.C.

Immediate Past President:

Claude Langlois, Laval, Que.

National Director:

Ernest F. Tonge

Review Editor:

Jacques Ledoux,
Assistant National Director/
Information Officer

Monthly publication by the National Office of the Community Planning Association of Canada. Free reprdduction in print, on Radio or TV permitted with acknowledgement (except where otherwise stated).

Publication mensuelle du Bureau National de l'Association Canadienne d'Urbanisme. Reproduction ecrite et electronique permise gratuitement avec mention accordee a la Revue (sauf indication contraire).

L'A.C.U. participe au programme 'L'homme et les ressources'

A la suite de discussions entreprises dès 1968, le Conseil canadien des Ministres des ressources et de l'environnement adoptait en 1971 une résolution pour la mise sur pied du programme ''L'homme et ressources''. Le programme a pour but la création d'un forum national qui permettra à l'identification d'une ligne de conduite pour la gestion future de nos ressources. Tous les éléments du programme seront cristallisés à l'occasion d'une conférence nationale qui sera tenue à Toronto en novembre 1973.

'L'homme et les ressources' touche un large éventail de sujets: il implique la vie productive autant que le loisir et la récréation. Il s'intéresse au maintien des systèmes nécessaires à la sauvegarde de la vie; il suggère des questions qui touchent l'allocation des ressources et les conflits dans leur usage, le tout en fonction de ce qui est considéré raisonnable au point de vue social, economique et de l'environnement.

La question fondamentale qui en ressort implique l'établissement des critères qui devraient servir pour décider des usages alternatifs des ressources. Ils ne peuvent être établis que si nous, en tant que société, en arrivons à un accord concernant nos objectifs. Le choix d'objectifs exprimés en termes de priorités, est un des buts principaux de la conférence. Le programme vise donc à clarifier comment nous, en tant que peuple, voulons classer nos objectifs sociaux, économiques et environnementaux dans le contexte actuel de la vie au Canada.

Un comité directeur, formé des représentants des onze principaux gouvernements canadiens, a été chargé de la coordination du programme. Afin d'aider les membres du comité directeur dans le développement et l'implantation de leurs programmes respectifs de participation populaire, des comités de planification ont été établis dans le cadre de chaque juridiction. Ces groupes sont très représentatifs: ils comprennent des membres issus des universités, du gouvernement, des organisations orientées vers les ressources et les problèmes sociaux et d'autres personnes montrant un vif intérêt pour les questions de l'environnement. Ils ont dû recruter des animateurs et organiser avec eux des activités dans les diverses localités.

Les réunions du premier niveau (local) ont constitué la première étape du processus de participation. Après avoir identifié les problèmes et les besoins communautaires, les participants les ont classés en termes de priorités. Des représentants du niveau local prirent alors part aux réunions du deuxième niveau (régional). Ces réunions étaient sous forme de séminars qui avaient pour but l'identification des questions d'intérêt régional. Un représentant fut élu par chaque séminar pour participer à l'atelier national.

Afin d'assurer la participation des organismes nationaux, un programme séparé a été établi pour les organismes nationaux non-gouvernementaux (ONNG). Quelques 400 organismes ont été regroupés en fonction de leurs secteurs d'intérêt tel les ''mines'', la ''forêt'', la ''jeunesse'', etc., soit 22 différentes sections. Un coordonnateur a été appointé pour chaque section afin de faciliter les échanges et pour assurer le choix d'un délégué à l'atelier national. Durant la prochaine année, l'Association canadienne d'urbanisme agira en qualité de coordonnateur général et établiera un réseau de communications pour le programme ONNG.

L'atelier national avait lieu à Montebello, Qué., du 29 octobre au 4 novembre 1972. Au début de la semaine, les participants se divisèrent en 20 groupes, chacun formé de l'éventail des secteurs d'intérêt représentés. Leur tâche était d'identifier les questions-problèmes dans le domaine des ressources et de la gestion de l'environnement. A partir des 30 problèmes identifiés, les représentants élus par chacun des groupes ont choisi les 12 questions majeures qui nécessitent une étude approfondie: la participation du citoyen, la population, la croissance et les valeurs sociales, l'information quantitative et qualitative nécessaire à la prise des décisions, un inventaire dynamique de 'l'homme et les ressources', l'éducation, la planification à long terme du développement et de l'usage des ressources, la protection de l'environnement, le développement du Nord, la planification et la coordination intégrale, la propriété étrangère, la propriété, et l'énergie.

L'année de ''L'homme et les ressources'' a débuté officiellement. Une série de groupes de travail sera établie pour étudier en profondeur les questions prioritaires choisies par l'atelier. D'autres réunions et séminars locaux et régionaux seront convoqués pour expliquer le résultat de l'atelier et pour fournir aux groupes de travail des données supplémentaires utilsables dans la recherche des solutions. La conférence nationale sera le point culminant du programme ''L'homme et les ressources''. Tenue à Toronto du 4 au 9 novembre 1972, cette conférence réunira quelques 600 participants. Après avoir étudié les rapports des groupes de travail, les délégués discuteront de différents programmes possibles et ils tenteront d'établir une ligne de conduite pour les activités publiques et privées.

CPAC gets involved in 'Man and Resources' program

From discussions which started as early as 1968 and culminated with a resolution passed in 1971, the Canadian Council of Resource and Environment Ministers initiated the 'Man and Resources' Conference Program to provide a national forum through which Canadians could participate in the process of shaping guidelines for future resource management. The program has as its focal point a National Conference to be held in Toronto in November, 1973. 'Man and Resources' covers a broad spectrum:

It concerns productive life, as well as leisure and recreation. It covers the maintenance of our life support systems; it suggests questions of resource allocation, of resource use conflicts – all in the context of what is socially, economically and environmentally reasonable.

The principal underlying issue emerges as that of establishing on what basis we should decide between alternative resource uses. This can only be known if, as a society, we reach some agreement regarding our goals. Goal setting expressed in terms of priorities is an important part of what the Conference program has set out to achieve. Thus, the program seeks to clarify how we, as a people, choose to rank social, economic and environmental objectives in the present circumstances of Canadian life.

(Continued on P. 7, Col. 1)

Heritage Canada

Community Planning Review - Vol. 22 No. 4

by **Barbara Lambert**

The preservation of the Heritage left by succeeding generations is an important issue which must be dealt with at the very early stages when planning the developpement or re-developpement of our communities. In this article, the author takes a searching look into the problems and the possible solutions on the subject.

Barbara Lambert is a concerned citizen She is a member of the National Capital Commission and is the architectural correspondent to the 'Ottawa Citizen'. Mrs. Lambert served for several years on the National Council of CPAC.

No Canadian city is old compared to those of Europe and Asia, yet, compared to a man's lifetime, even the national capital is not young. Since the first white man settled there in the early nineteenth century, at least five generations have left their mark on both sides of the Ottawa River.

In that short time, the area has grown to be the home of half a million people. Nearly all the architectural stages on the way are still represented in some form. Even the log hut erected by Bradish Billings in 1812, a few miles up the Rideau River from the site of the Parliament Buildings, still stands as a reminder of the first settler in Gloucester Township.

Unfortunately, these vital connections with the past are rapidly disappearing in Ottawa. The same thing is happening all across the country, and the fault is entirely our own. We have not valued our heritage enough to pay for keeping it, or to legislate for its protection and maintenance. Most important of all, we lack a national policy aimed a preserving the whole range of heritage buildings, from single structures and groups of buildings which have national value, to those of regional or only local importance.

Tentative steps are being taken in this direction, but they are moving slowly and in an uncoordinated fashion. Too many historic structures and heritage areas are being demolished to leave an adequate story behind, unless the process is speeded up considerably. A proper system for the whole country should be established, before rapid redevelopment destroys all our links with the past.

Why Save:

Historic buildings and neighbourhoods are often torn down in the name of progress, the destruction excused on the grounds that nostalgia costs too much.

If homesickness for another time were the only reason for saving these structures that excuse might sometimes be enough, but there are many more valid reasons. Well-preserved heritage buildings and areas have proven to be good commercial investments. They can revitalize deteriorating areas of a city, bringing in more money-spending tourists than existed before, as well as more local trade, and thus increased long-term tax revenues. The Vieux Carré district in New Orleans is an outstanding example of this economic aspect.

In social terms, it is through the visual arts – buildings, sculpture, paintings – that people of a later time can most easily perceive their ancestors and thus find their own place in history. Human beings need to relate to the past, the present, and the future as one continuous flow of time.

George Orwell understood this when he made the hero of his frightening book "1984" spend his time working for the government, continuously changing the facts of history so that nobody could be sure of what had actually taken place and therefore, would believe whatever they were told.

The old buildings which we inherit may offer historic connections, architectural beauty, or the flavour of times past – sometimes all three – but the spiritual sense of the continuity of life may be the greatest benefit which they bestow. Soon, it may be impossible to find this inspiration in our own country, because no workable methods yet exist to ensure the preservation of valuable buildings.

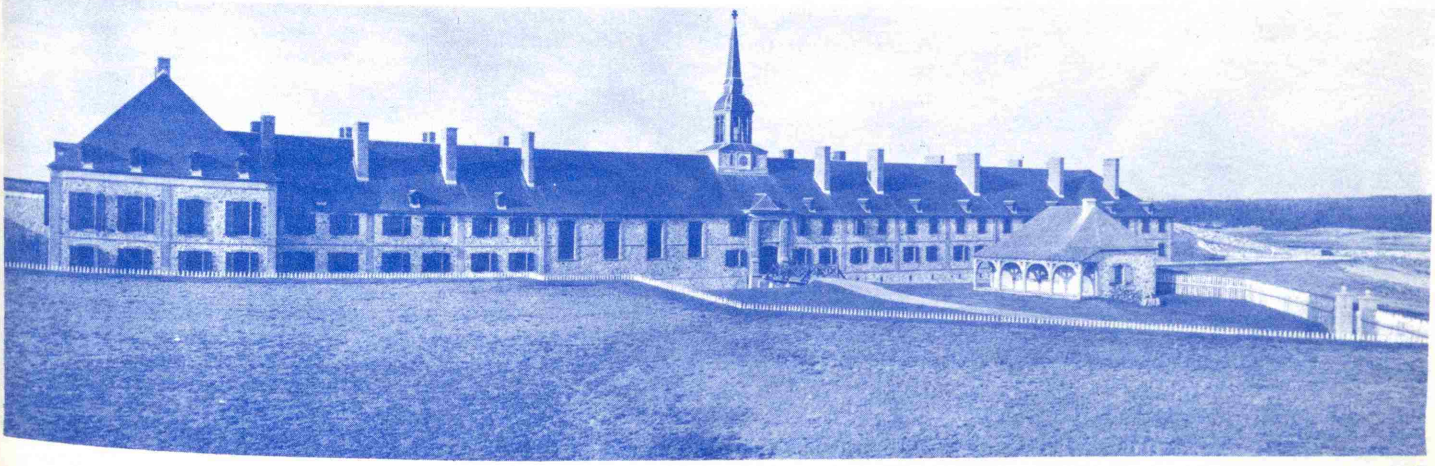
Present efforts:

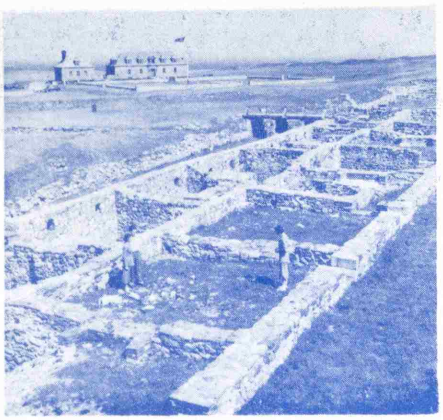
Up to now, Canadian approaches to historic conservation have been piecemeal, and often founded on make-work projects, rather than on the fundamental problem. The restoration of Fort Louisburg in Nova Scotia was originally started to provide jobs for local people. Upper Canada Village in Ontario resulted from the decision to build the St. Lawrence Seaway, which required flooding a large part of the riverbank. The old buildings which now make up a "typical" pioneer village would have been drowned if they had not been moved to their new site.

Canada is the richer for projects like these, but time is running out for the rest.

Heritage could be divided into three main groups: historic recall, renovation, and neighbourhood conservation.

The Chateau
Louisbourg, N. S.

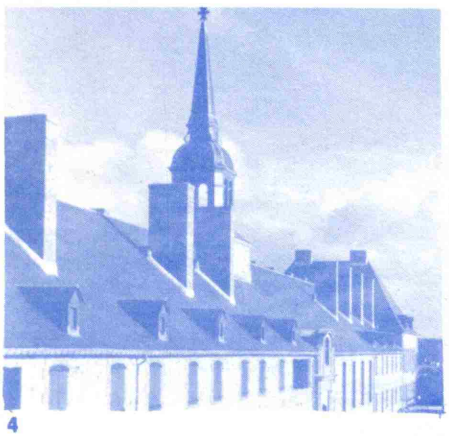




Historic recall is building restoration in its truest sense. The building is no longer lived in, but becomes a type of museum for our enjoyment and study. Canadian examples include, the Louisburg fortress in Nova Scotia, and Upper Canada Village and Dundurn Castle, both in Ontario. In each of these, buildings, furnishings, and settings have been reconstructed as faithfully as possible to their condition at a particular moment in time. A thoughtful visitor can easily recapture the social structure of the chosen period by looking carefully at what lies before him.

The Louisburg fortress is painstakingly being reconstructed and furnished to its original state in the early 18th century. Upper Canada Village shows all the stages of pioneer life in southern Ontario up to the late 19th century. Dundurn Castle is an elegant Regency mansion in Hamilton, built between 1832 and 1843 by Sir Allan Napier MacNabb, who was Prime Minister of the United Canadas from 1854 to 1856. It was restored to its 1855 splendour by the City of Hamilton, as that city's centennial project. A fascinating account of the building as it originally appeared, of its later additions and alterations and a detailed account of the 1967 restoration appears in a book entitled "MacNabb of Dundurn", published by Clarke Irwin in 1971. It was written by Miss Marian MacRae, one of the restoration consultants and an expert in historical research.

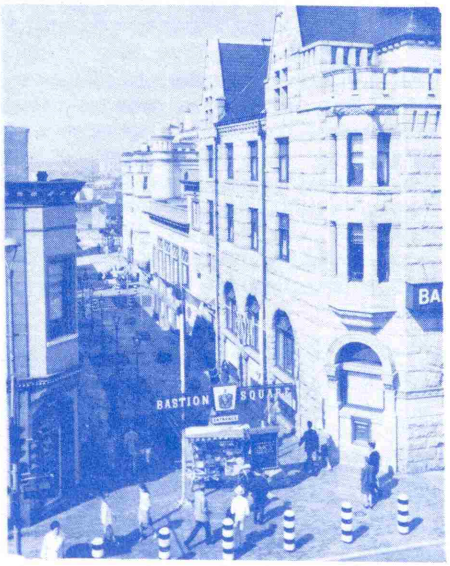
Structures suitable for historic recall, if not already located outside of cities (like Louisburg), or isolated within large grounds (as is Dundurn Castle in Hamilton), must often be relocated (as was Upper Canada Village).



Renovation is the opposite. It usually takes place in the oldest part of the central city, when historic old buildings are given new life by assigning them modern new uses. The restoration of Bastion Square, in Victoria, B. C., and of rue St. Louis and l'Escalier Petit Champlain in Quebec City, are well known Canadian examples. Both won a Vincent Massey Award for excellence in the urban environment in 1971. (Dundurn Castle won an honorable mention in the same competition).

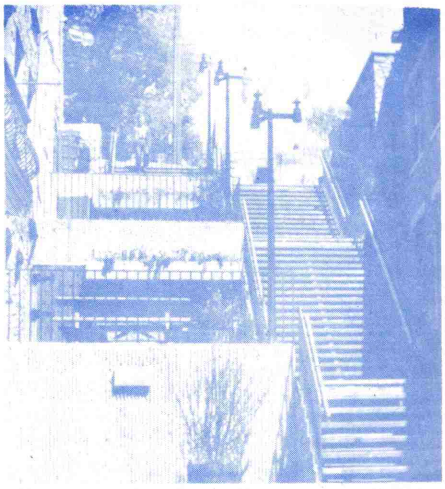
They both form part of continuing city life, adding gaiety and diversity of form to the urban scene. They are not seen in isolation, but as part of a comprehensive plan to revitalize the oldest part of the town.

Bastion Square in Victoria, B.C., is one of Canada's best known examples of urban restoration. As part of the rehabilitation ot the city's oldest commercial section, it appeared in a film "Townscape Rediscovered", which was promoted during Centennial Year to demonstrate what could be done to spruce up other towns and cities across the country. The architect, Roderick Clack, (who was also responsible for the film), says that the most important point about this renewal is that it is not an isolated project, but forms part of a comprehensive plan to revitalize **the aging heart of the town.**



In commending the street and staircase renovation in Quebec City, the Vincent Massey jury said "both street and staircase show that the art of restoration is not in reproducing and embalming the past, but in appreciating the essential character of old places and giving them a new life and a relevance to the contemporary city. They show that even the smallest incident, just a passageway and a few stone steps, can be a delight for city people to enjoy".

Almost every tourist to Quebec has walked this way – the principal route from upper town near old Laval University to the ancient Place Royale at the lower level. The staircase has just been rebuilt and the Place Royale itself is now being restored. The old building facades have been restored to their original state but new additions to the scene are not reproductions of ancient materials and forms. Instead, the designer has used contemporary materials and modern shapes in a manner which harmonizes with the old. The result combines the flavours of old and new, dramatically setting the stage for modern life.



Neighbourhood conservation is more difficult to define, and also more difficult to cope with, partly because the area is larger. Such areas are often residential, and on the verge of deterioration or already running downhill. The large number of land owners with their individual aspirations leads to conflicts regarding the best land use. Some want to sell their properties to highrise developers at the highest possible price, while others want to preserve the character and scale of a well-established old neighbourhood which still has a lot to offer if properly protected. There is often more self-interest involved in this situation than in either historic recall or in urban renovation.

The time element is another important factor. Each city has its own time scale. In Ottawa, historians consider that the area known as Lower Town West should be first on the list for preservation because of age, location, and potential use.

The oldest part of the city, it contains many wooden and stone buildings of local historical interest and distinctive architectural style. They are close enough

Sussex Drive, Ottawa

together to form the nucleus for recreating an historic flavour while allowing room for harmonious new development. The location is convenient for tourists, being near the Chateau Laurier Hotel and the Parliament Buildings. The old outdoor market stand in its midst, near department and specialty stores. With proper controls and planning, the area again will become a lively, attractive place to visit and to live in.

Conservation methods:

It is obvious that three such different types of heritage properties differ in purpose and in use, even though they have some elements in common. As a result, they need different approaches for their conservation.

A number of studies have been sponsored by private groups and by government bodies, to suggest suitable conservation policies for Canada or for a particular province or city, to suggest ways and means for carrying out policy proposals, and citing examples from other countries to show what has been done elsewhere. However, these studies have not yet led to comprehensive action, although a start has been made in some parts of the country for certain aspects of the problem.

The province of Quebec has the most comprehensive legislation covering both individual buildings and historic districts but it suffers from implementation problems. The province of Ontario is in the process of drafting legislation and is compiling a list of historic buildings erected prior to 1885, but at the moment (June, 1972) only the cities of Kingston and Toronto have even partial control over historic structures.

The federal government (through the National Historic Sites Service of the Department of Indian Affairs and Northern Development) is carrying out a national inventory of buildings of architectural and historic interest, covering all buildings erected prior to 1880 in eastern Canada and prior to 1914 in western Canada. They are being listed without regard to their relative national or provincial importance. It is expected that about 100,000 structures will be included in this list of the end of a five-year program. The scope will be invaluable for identifying types and locations of buildings, and will form the basis of many planning activities in the future, but does not of itself, protect any structure from demolition at any time. (A two part description of the process appeared in 'Habitat', Vol. XIV, No.4/6, 1971 and Vol. 15, No. 1, 1972)" written by Vivian Astroff.

In September 1972 the federal government announced the incorporation of Heritage Canada, a type of national trust for Canada. It will be an independent, non-profit corporation. The objectives are "to preserve and demonstrate and encourage the preservation and demonstration of the nationally significant historic, architectural, natural and scenic heritage of Canada."

This is welcome, but it will not be successful unless it is accompanied by relevant legislation and support from all provincial and local governments, as well as from interested groups and individuals. Only then can every citizen benefit from the historic connections and visual attractions of his own home town in his daily life.

The basic problem, once there is agreement about the **need** for heritage preservation, is how to translate need into effective action that will result in valuable buildings in any community actually being saved from destruction.
The Canada wide NHS listing of historic buildings is good but not, in itself, enough. Each community must, in addition, do something similar to what is being done in Ottawa by the National Capital Commission. The NCC, in full co-operation with those preparing the national inventory, has created its own more detailed evaluation of heritage buildings and sites based on local value judgments and in accordance with local priorities. These are often different from national objectives and must be identified in local community terms before steps can be taken toward preservation at the local level,

In fact, the justification for heritage preservation must be that it will knit into the weave of contemporary urban growth and not be considered merely a sentimental sideline. The NCC action, if followed elsewhere, can help reach this goal.

The basic solution to the complex problems of preservation must contain many elements if it is to be successful, but the two biggest enemies to producing the solution are the slow speed at which official action is being taken, and the uncoordinated efforts of those individuals or groups which are interested in pressing for action. At the present rate of demolition, there will not be many buildings or areas of historic character left by the time suitable methods for preserving them have been officially decided upon and become part of the planning process.

Experience in other countries, particularly France, England, and the United States indicates the direction in which programs suited to Canada might be successful.

The national policy that has been announced should be implemented as soon as possible, in order to begin the work of comprehensive protection for buildings and areas of historical, architectural and cultural importance to the nation. The goal should embrace the whole range of needs, from individual buildings and areas of national importance to those of only local importance but essential to the character of the local area. In our federal form of government, this requires legislation at the provincial, regional and local levels which dovetails with the action at the federal level.

Additional References

The Canadian Inventory of Historic Building (Leaflet published by the National and Historic Parks Branch, Indian Affairs and Northern Development; available from Information Canada.)
Conservation of Heritage Buildings in the National Capital Region (A report prepared for Canadians, by the Ottawa Research Foundation, 1971; inquiries to Jim Steinhart, Ottawa Research Foundation, 163 Russell Ave., Ottawa, Ont.)
A Sense of Place*
Preservation for Use*
Brunswick Street*
*Published by the Heritage Trust of Nova Scotia, P.O. Box 217, Halifax, N.S.
A Program for the Preservation of Buildings of Historic or Architectural Value in Ontario - Department of Municipal Affairs, Ontario (A draft report known as the Bales Report, 1971)
The Continuing Purpose - by Robin Fedden (A book published by Longmans, Green and Co. Ltd., 48 Grosvenor St., London W1, 1968. A history of the National Trusts for England and for Scotland).
Old Niagara on the Lake - by Peter John Stokes (A book, published by University of Toronto Press, 1971).

Once the basic policy is established, several different formulae should be set forth under which the different types of preservation could be initiated, financed and maintained. It should be normal for the three levels of government to work together with private individuals, groups and organizations, in order to preserve our common heritage.

A nation-wide inventory of heritage buildings and heritage areas should be recorded and kept up-to-date; their architectural, historical, and cultural qualities should be evaluated; priority ratings regarding their relative importance should be set. This inventory would be the basis upon which a national program could work.

Because parts of this program have been started, and a number of projects have been completed successfully, a false impression may have been created that we will soon have comprehensive coverage and don't have to worry. This isn't so, and the main reason is the lack of a national conservation policy.

One thing everyone can do is to let elected officials know how much they care. Writing to members of federal and provincial parliaments, and to members of regional and municipal councils will speed up the process of getting appropriate legislation passed. It will also generate a climate of opinion in which new ideas will receive not only a sympathetic ear but tangible financial aid. Preservation cannot succeed without money, and private individuals rarely have enough to cover the total cost.

Government action should be first directed towards preventing the present crisis situation, where nothing is done until a building is about to be torn down, and then there is usually too little time to find suitable ways to preserve it, if the owner or the recent buyer are to receive their legitimate financial returns.

There should be a legally required period of time, a built-in delaying action, during which the best solution can be sought for an individual case. There are several ways of doing this.

National, provincial, and local inventories of heritage buildings and areas, once they have been completed, should be required to be continuously updated. Buildings and areas which appear on these inventories should be listed with the relevant provincial and municipal governments where they are located. Adequate procedures should be initiated for the notification of owners, the public and municipal governments of the fact that they are so listed. Adequate procedures should also be initiated to enable owners, members of the public, and municipalities to make representations to the provincial Minister responsible before listing becomes final.

The next step is to ensure that no building or area which appears on the lists would be allowed to be altered or demolished without permission from the proper authority.

Designation by-laws should require owners of listed buildings to obtain the authorization of municipal council before carrying out any works of alteration or demolition, and should provide for appeal procedures, acquisition of property, and payment of compensation where appropriate. It would not be fair to private owners to penalize them for the public good, just as it would not be right to allow private individuals to profit at the expense of the community.

In order to protect historic districts, an amendment to the Planning Act should be enacted authorizing municipalities to impose Historic District Zoning subject to prior adoption of appropriate policies as part of the Official Plan of the municipality. Within such districts the same checks and balances should apply as to a single historic building. Municipalities should be required to prepare an Historic District Plan as the basis for the Official Plan amendment, and should at the same time establish a qualified authority which can advise on the subject.

It is of little use passing legislation and setting up an administrative framework for historic conservation unless this is followed by continuous implementation and an adequate budget. Detailed plans will have to be worked out for every region and municipality, and then followed. This does not mean rigidity in the physical fabric of a city. It would be foolish to expect that every single old building in the country should be retained for ever. It does mean that before any of them are altered or removed, their importance should be assessed and balanced against the importance to the community of what will replace them, or against what their proposed new use will be.

Money is one of the biggest problems in historic conservation. It often costs a great deal to renovate or restore old structures. Even when the initial outlay can later be recovered by the owners, or indirectly by the community, the first costs of reconstruction may be more than the owner can afford. If the building is designated for preservation and thus the owner is prevented from selling it when he wants to, then he loses a possible large profit on his private property. For both these cases, public authorities can arrange to give some relief.

Legislation could be enacted to **exempt from taxes** certain historical lands and buildings, under agreed conditions. For example, the City of Ottawa has asked the Province of Ontario for authority to exempt from taxes, historical lands or buildings leased to private enterprise by the provincial or federal governments.

The principle behind **an excess development right** to compensate owners of Heritage property should be investigated and instituted where suitable.

Government grants and low cost loans system could also be established to help owners maintain an historic property. In appropriate cases, the public could be given occasional, limited access to such properties.

Better funding to official heritage foundations such as the Ontario Heritage Foundation would promote a faster and more comprehensive protection program. This foundation is the province's chief method for preservation at present, but it operates with a very small staff and limited budget.

In seeking out these and other ways in which governments can assist in preserving our building heritage, in pressing for government action, and in supporting that action through taxation, every person in the country takes part in preservation to some extent.

Where heritage foundations exist, corporations and other such bodies could buy historic buildings, establish a system for maintaining them, and then **donate** them to the state through the foundation. Individuals who happen to own heritage properties or who are able to buy them could do the same. A gift tax relief system could be incorporated into this activity, so as not to penalize the donors for their generosity.

A **gift** of substantial sums of money would also be a useful and meritorious investment in our country's visible history and culture. These could be given to a foundation affilitiated with the government, such as the Ontario Heritage Foundation, or invested in private activities in one of several ways.

A group of **private** citizens can join together to set up a **private non-profit historical foundation, using a revolving fund system** as the basis for operations. This method does not require special legislation, and has achieved real success in the United States during the last twenty years.

The funds are applied to purchasing properties for resale, with restrictive covenants placed on facades and other features. The private groups seldom restore buildings themselves. With the interest on their capital they buy the property, pay the taxes, then sell the property to someone willing to restore it under a restrictive convenant which requires its historical attributes to be maintained, no matter how many times the property might be sold again.

SUMMARY:

Goal: To preserve buildings and areas of architectural, historic and cultural value to Canada, in the national, provincial, or local context.

Some steps towards this goal are:

1. A basic conservation policy should be established jointly by all three levels of government.
2. Appropriate legislation should be passed at provincial and local levels to complement 'Heritage Canada'.
3. A nation-wide inventory of valuable buildings and areas should be recorded, kept up-to-date, evaluated, and priority ratings set. This should be complemented by local inventories in collaboration with the national inventories.
4. Designation of listed buildings and historic districts should be made mandatory, accompanied by adequate arrangements for implementing protective measures and providing for appeals from owners. Zoning by-laws and integration with official plans should accompany designation.
5. Financial aid – Various methods for encouraging conservation should be organized by government, such as setting up legislation at provincial level to allow excess developpement rights where suitable; permit exemption from taxes in certain specific cases; set up properly funded provincial heritage foundations where none exist and set up methods for accepting gifts of money or structures to such foundations whereby donors are not financially penalized; assist private non-profit heritage foundations in similar ways; provide government grants and loans for heritage purposes; set up a gift tax relief system.

Action by individuals and groups:

1. Press for government action through representations and letters to elected officials at three levels of government, setting out above goals and steps towards these goals.
2. Assist in preparing local inventories where none exist.
3. Publicize the need for action whenever possible, through writing, public meetings, education in schools and to any organizations to which you belong.
4. Watch for threatened buildings in your area and act when possible.
5. Set up a private, non-profit heritage foundation, using revolving funds to meet ongoing needs.
6. Communicate your experiences or ideas to the national office of CPAC, so others may share your successes and failures and learn from them.

Photo Credits
Louisbourg - National Film Board
Bastion Square - B. C. Government
Escalier Petit Champlain - Service d'Urbanisme, Quebec
Sussex Drive - National Capital Commission

In keeping with the national nature and scope of the Conference, a Man and Resources Steering Committee has been set up, comprising representatives from the eleven senior governments of Canada. While Committee members and their advisors have agreed on standard guidelines for instituting the major components of the program, the great variety of activities in each area testify to the diversity of possible approaches.

To assist Steering Committee members in the development and implementation of their respective public participation programs, planning committees have been established within each jurisdiction. These are broadly-based groups: membership includes representatives from universities, government, resource and people-oriented organizations, and other individuals demonstrating an interest in environmental matters. They have been responsible for identifying "animators" and with the arranging of activities in communities. First tier or local meetings were the first step in the participation process. After identifying community problems and needs, participants ranked these in terms of priorities. Second tier meetings were then held for representatives from the earlier local meetings. These second tier meetings were regional and in some cases provincial seminars, which took place in larger centers for the purpose of reaching regional agreement on what constituted the most important issues for that area. Each second tier meeting elected, from among its participants, delegates to attend the National Workshop.

In order to provide avenues for the input of national organizations, a separate 'NNGO' (national non-government organization) program was established. About 400 organizations were grouped by 'interest' under such headings as 'Mining', 'Forestry', 'Youth', etc., 22 in all. A coordinator was appointed within each group primarily to facilitate communications and to supervise the selection of a delegate to attend the Workshop. During the coming year, CPAC will be providing the major communications and coordination functions for the NNGO program. The National Workshop, the first major event of the Man and Resources Conference Program was held in Montebello, Quebec from October 29 to November 4, 1972.

During the first part of the week, participants were placed in twenty groups, each one representing a cross-section of the kinds of delegates present. The task at hand was to list areas of concern with regard to resource and environmental management. From the thirty problems brought forward, elected group representatives identified twelve major issues requiring in-depth study: citizen participation; population; growth ethic and social values; qualitiative and quantitative information for decision making: a dynamic inventory of Man and Resources; education; long term planning in resource development and use; environmental protection; northern development; integral planning and coordination; foreign ownership; ownership; ; and energy.

Man and Resources Year is now officially under way. A series of Task Forces will be established to consider, in greater depth, the priority issues selected at the Workshop. Further local and regional meetings and seminars will be held, to feed back the substances of the Workshop, provide input to the task forces and study more intensively the implications of possible solutions.

The National Conference will be the focal point of the Man and Resources program. The Conference, to be held in Toronto, November 4, 1973 will have approximately 600 people in attendance. The participants will consider the results of the year's task forces and of their own works, discuss alternative programs and develop a set of guidelines for public and private action.

Publications

The following books and reports have recently been brought to our attention;

Les publications suivantes ont été récemment apportées à notre attention:

The Other Economy and the Urban Housing Problem, by Roger G. Krohn and E. Berkley Fleming, Published by Canadian Council on Urban and Regional Research.

Issues and Attitudes on the Texas Water Plan, by Comer Clay, Published by The Institute of Public Affairs.

Up Against City Hall, by John Sewell, Published by James Lewis and Samuel.

New Housing and Airport Noise, Published by Central Mortgage and Housing Corporation.

Housing and Planning Conference Papers, Nos. 5 and 6, by Bogdan Bogdanovic, Published by International Federation for Housing and Planning.

School of Architecture Report Series, by Basim S. Hokin, Published by The Nova Scotia Technical College.

Participation, by Rev. Arthur Meirion Roberts, Industrial Chaplain.

Habiter, par C. Crappe, publié par l'institut National du Logement, Bruxelles.

Scientific Methods of Urban Analysis, by Anthony J. Catanese, published by The University of Illinois Press.

Canora Neighbourhood Improvement Plan, Published by The City of Edmonton Planning Department.

I.N.R.S. Urbanisation, par Gérard Divay et Luc Hurtubise, publié par l'Institut National de la Recherche Scientifique.

Book review

The Teacher and the City by Hilda Symonds Toronto, Methuen, 1971

Consciousness of the environment and concern for the ecology are now part of the general climate of opinion. Newspapers, magazines, radio and television all give forth the message that we must shape our own habitat if we wish a "good life", or even if we are to survive. Young people have seen and accepted this message. Not only in Canada but all over the world this passionate desire to improve the earth which they have inherited has been manifested. Yet for many years all human beings in practically every country spend a great number of years in a school system, somewhat sheltered from the "real world". Despite this, many individual teachers have managed to stimulate their pupils to awareness of the community through history or geography lessons or by indirect methods and extra-curricular efforts.

A more directly urban-centered program is an attractive idea. Many teachers have so decided and have drawn up their own curricula, written their own texts and worked their way through the administration in order to provide their students with a taste of the excitement of being a citizen.

Such a task will be much easier in the future. This book provides an excellent curriculum, which can be followed literally or adapted to any city and any age group. Topics are suggested and discussed, materials are recommended, and resources are outlined. The bibliography is excellent and provides a sound reading list for any citizen as well as for teachers and students. It also gives enough publication detail for any person wishing to order a book from a book store, a minor practical point which many authors forget.

It is said in the introduction that there is "an urgency and timeliness in developing programs in urban education". With the cities acting as magnets there is little chance of many people being able to enjoy the rural life that North Americans equate with virtue and happiness. The city is man made and should be, and can be, a centre for excitement and civilization. The beauty of the city as well as the dreariness must be understood, the pleasures as well as the problems. This book suggests a solution to the problems advocating that we begin with students in the schools helping them to appreciate the joys and the responsibilities of citizenship. It is a long shot but we must take the chance. If we succeed at least our descendants if not ourselves would be able to echo the quotation used in the book:

The lines are fallen unto me in pleasant places; yea. I have a goodly heritage. (Psalm 16:6)

Reviewed by: **Lin Good**

Serials Dept.,
Douglas Library,
Queen's University,
Kingston, Ont.

Canada Post Postage paid / Postes Canada Port payé
Third class / Troisième classe
3030

CPAC Fee Structure
Cotisation de l'A.C.U.

Member - Membre	$7.50
Sustaining Member	$35.00
Membre de soutien	
Student Member	$1.00
Membre etudiant	
'Review' (Non-members)	$3.00
'Revue' (Non-membres)	

Le lecteur est invité à faire connaître ses opinions pour seconder ou réfuter celles exprimées par l'auteur.

LE TERRITOIRE

COMMODITE OU RESSOURCE?

PROPRIETE PUBLIQUE OU PRIVEE?

Extrait des notes pour une allocution par **D.H. Fullerton**, président de la C.C.N., à Halifax, le 15 novembre 1972.

L'Etat, propriétaire de terrains, et l'urbanisme.

Je vous entretiendrai ce soir au sujet du territoire et de la necessité d'une plus grande part de propriété publique des fonds de terre, si nous voulons réussir à faire de l'urbanisme intelligemment au Canada. Mais avant de débuter mon sermon, je suppose qu'une citation est nécessaire. J'ai tiré la mienne d'une allocution par M. Bertram E. Willoughby, courtier à Toronto, et président du chapitre Canadien de la Fédération internationale de l'immeuble, tel que rapporté dans le ''Globe Mail'' du 17 octobre:

''Le droit à la propriété, à l'utilisation et à la vente des biens-fonds est une des libertés fondamentales de l'homme. Le grand public n'a aucune idée du degré d'effritement que subit ce droit à cause des activités d'une multitude d'organismes qui détiennent actuellement des droits d'expropriation.

Ces droits ont été accordés par les gouvernements fédéral et provinciaux aux fins des routes, de l'éducation, des bibliothèques, de sociétés individuelles, de compagnies de la Couronne, et de plusieurs autres.

Il est encore plus effarant de voir que certains de ces organismes permettent l'expropriation pour la construction et qu'ils déterminent les termes et conditions qui régissent la cession de ces terrains''.

On ne doit pas être surpris de la position de M. Willoughby, si l'on considère comment lui-même et ses associés font leur argent. Ce qui est surprenant, je suppose, c'est la franchise de ces gens à ce sujet. Le territoire est une commodité, disent-ils, comme le savon ou le poulet rôti. Il devrait être traité comme tel – et, evidemment, par les experts qui ont l'habileté pour faire de l'argent par l'échange et la spéculation de cette commodité.

J'imagine que je ne vous surprendrai pas si je vous dis que je suis complètement en désaccord avec les vues de M. Willoughby, et j'ai l'intention de discuter avec vous aujourd'hui ma position sur cette question. Je dois souligner que ce sont **mes** idées et non celles du gouvernement, bien que je me doute que la façon de penser actuellement de plusieurs gouvernements Canadiens, aux trois niveaux, n'est peut-être pas si différente de la mienne.

Premièrement, le territoire est une commodité pas comme les autres; en fait c'est une ressource et pas du tout une commodité. Le terrain est rare et le devient de plus en plus avec la croissance de la population mondiale. Cette raison est suffisante à elle seule pour qu'on le traite différemment, et les gouvernements doivent être impliqués dans son allocation, de la même façon qu'ils s'occupent des monopoles actuellement.

Mais il y a encore beaucoup plus. La valeur des terrains est directement liée à la croissance de nos villes et les profits ne découlent pas d'un mérite ou d'une action particulière de la part du propriétaire, à l'exception peut-être de la patience et de l'opportunité dans le temps. La valeur des terrains augmente parce que la collectivité entière dépense beaucoup d'argent pour étendre les limites de nos villes, et en installant les infrastructures nécessaires, elle rend cette croissance possible. Le détenteur de terrains urbains et sururbains, à moins d'être idiot ou temporairement serré, gagne toujours. Ses profits proviennent de la collectivité entière.

Ma seconde raison pour croire que le gouvernement devrait être plus actif dans l'acquisition et la propriété de terrains est parce que le système actuel est immoral, injuste et inéquitable envers la collectivité. Il a fourni aux spéculateurs un instrument suberbe pour lui permettre de taxer la collectivité. Sans doute que ses revenus – ses profits – pourraient être ajustés par des modifications dans le système de taxation, mais si nous voulions concevoir un système qui favorise le spéculateur, nous ne pourrions faire mieux que le système actuel. Je ne parle pas seulement de la taxe sur les gains de capital mais des taxes foncières municipales qui sont basées sur les améliorations à la propriété plutôt que sur le terrain lui-même. Henry George, en proposant sa taxe unique sur le terrain, était peut-être plus sage qu'il ne le croyait:

''Le territoire de chaque pays appartient de droit à toute la population de ce pays, et il ne peut être aliéné par acune génération. La propriété privée du terrain n'est pas plus morale ou logique que la propriété de l'air ou de l'eau.''

Si ce n'est que pour cette seule raison, le gouvernement doit intervenir dans le processus pour forcer le spéculateur à contribuer une plus grande part de ses profits au bien-être de la collectivité.

Ceci m'amène à mon troisième et principal point: le contrôle du territoire par le gouvernement est absolument essentiel pour pouvoir bien planifier le développement de nos villes et de nos campagnes, Les nations considèrent l'urbanisme de diverses façons. Dans plusieurs pays, la totalité ou la quasi-totalité du territoire est la propriété de l'Etat et le contrôle est absolu, qu'il soit centralisé ou décentralisé à divers degrés. Dans d'autres pays comme la Suède, l'Etat ou la municipalité est propriétaire d'une bonne proportion du terrain, mais exerce un contrôle supplémentaire par des règlements de zonage, imposés centralement, régionalement ou localement. Dans d'autres pays, le territoire demeure propriété privée – en particulier en Angleterre et en France – mais son utilisation est rigidement contrôlée, et le contrôle de l'aménagement est fortement centralisé.

Finalement, les gouvernements devraient s'engager dans le propriété foncière parce que c'est une bonne affaire. C'est pavant! L'acquisition de terrains à l'avance des besoins abaisse le coût de l'habitation; à elle seule, la notion de propriété par le gouvernement cause la diminution des profits par la spéculation. Ce que l'entrepreneur a besoin, c'est une compétition serrée, et j'ai bien peur que seuls les gouvernements sont en mesure de la fournir. Les spéculateurs ont tendance à travailler ensemble plutôt que les uns contre les autres.